MR. S. J. NAIR:

114. To reduce the allotment of Rs. 12,24,800 for water supply to the Municipal Towns of Alleppey, Nagercoil and Shencotta by Re. 1.

MR. A. THANU PILLAI:

115. To reduce the allotment of Rs. 16,91,200 for Capital Outlay on Water Supply Schemes by Re. 1.

DEMAND IV—EDUCATION.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): Sir, I move for a grant of Rs. 48,31,113, under Demand IV—Education.

Motions Nos. 116 to 119.

The following motions were not made:

MR. S. THIRAVIAM NADAR:

116. To omit the allotment of Rs. 3,376 for Personal Assistant.

MR. K. PADMANABHAN;

117. To reduce the allotment of Rs 3,376 for Personal Assistant by Re. 1.

MR. K. PADMANABHAN:

118. To reduce the allotment of Rs. 2,975 for Financial Assistant by Re. 1-

MR. K. PADMANABHAN;

119. To reduce the allotment of Rs. 2,975 for Financial Assistant by Re. 1.

Motion No. 120.

MR. K. PADMANABHAN (*Chirayinkil I*): Sir, I move —:

To reduce the allotment of Rs. 2,975 for Financial Assistant by Re. 1.

The object of the motion is to point out certain defects existing in the present method of disbursement of grants to private schools.

MR. K. R. ELENKATH (*Kalkulam I*): I rise to a point of order. Is it part of the function of the Financial Assistant to give grants?

DEPUTY PRESIDENT: That is not a point of order. It is a question affecting the relevancy of the motion.

MR. K. R. ELENKATH (*Kalkulam I*): Mr. Padmanabhan said that the motion is intended to point out the defects in the present method of disbursing grants to grant-in-aid schools. If it is contended that the Financial Assistant sanctions the grant, it is alright. Otherwise, it is not admissible under the present head.

DEPUTY PRESIDENT: Mr. Padmanabhan is quite in order.

MR. K. PADMANABHAN (*Chirayinkil I*): Sir, from the Administration Report of the Education Department for the year 1110, we find that, out of a total number of 3,699 educational institutions in the State, 2,650 are private institutions. Out of a total number of 674,317 pupils studying in all these schools together, 384,540 are in private schools. Sir, from these figures this House will understand that, as a matter of fact, about 75 per cent. of the education of the pupils of the State is in the hands of the private institutions. The allotment in the budget for this year, after deducting the allotment for Colleges is about Rs. 45,000

LIBRARY ARCHIVES Kerala Legislative Assembly

for the English Schools and Rs. 9 lakhs for the Vernacular Schools. My first point is that it is rather meagre. There has been an attempt on the part of the Department to reduce the various items of grants. And even the amount that is allotted is not properly disbursed. We will take the case of Vernacular Primary Schools in the State. Sir, there are several Vernacular Primary Schools which are not getting grants regularly. There are schools the grants to which have been in arrears for years together. Sir, the fact that the management of Vernacular Primary Schools is affected very much by this has to be taken into account by the House. The running expenses have to be met out of the grants. If the grants are in arrears how can these schools be run and how can these teachers be paid? Recently the grant given to the poor Vernacular School teachers was reduced. A resolution was moved on the floor of this house for getting this enhanced, but that was thrown out. Sir, for getting grants these poor Primary School managers are entirely at the mercy of the assistant inspecting officers. There is a system of giving grant memos. The defects of this system are well known to persons who have anything to do with education. In giving grants, the Assistant Inspectors are swayed by various considerations. They do not make a distinction between schools which are in dire need of grants and schools which do not need grants. We have often heard very serious complaints against these subordinate officers of the Department. I am not concerned with those matters now. I believe the Director will bear with me when I say that there are complaints about the various illegal practices resorted to by the Assistant Inspecting Officers in this connection. I request that the learned Director will be kind enough to bestow proper attention on these matters.

Coming to the Vernacular Middle Schools, grants are in arrears for several schools.

I will now pass on to the English Schools. The allotment for grants to English Schools is only Rs. 45,000. Most of these English Schools are not self-supporting institutions. Unless they are given sufficient grants they cannot be properly conducted. Sir, various items of grants have been recently cut down. For instance, building grants, laboratory grants and library grants have been reduced from the budget allotment. A good sum is required for purchasing laboratory appliances and books and also for furniture.

MR. M. SIVATANU PILLAI (*Tovala*): Then it is not a profitable business to run an English High School?

MR. K. PADMANABHAN (*Chirayinkil I*): Never. If a school is properly run, it will never be a profitable concern. I am speaking from my experience.

Sir, the policy of giving grants for buildings is also defective. In this connection, I would like to bring to the notice of the House the case of one particular English High School. There is one English High School run by the Ezhavas at Chirayinkil. It is the only English High School belonging to the Ezhava community in the whole State.

LIBRARY ARCHIVES Kerala Legislative Assembly

[Mr. K. Padmanabhan.]

A grant was applied for for the construction of a building for the High School. The Department agreed to give a grant to the extent of 50 per cent. Finally when the actual work was started and the estimate for grants was sent up, there came a difficulty by way of non provision in the current year's budget. That is why, I say, the Financial Assistant should bring these matters to the notice of the Director so that proper allotment will be made in the budget. (*President's bell.*)

MR. KAINIKKARA M. PADMANABHA PILLAI (*Changanachery I*) : Sir, I wish to offer a few words in support of the motion. I wish to emphasise only one particular point, namely, the delay the department makes in giving grants. I do not wish to discuss the question of grants in its entirety at present.

In the case of schools, the two important items of grants are the maintenance grant and the fee concession grant. In English Schools the maintenance grant is based on the loss sustained by the managers and naturally the application for grant has to be followed by an inspection by the Inspecting Officers. A grant memo is given and that again has to pass through certain official formalities before the grant can be drawn. This process tends to prolong the period the management has to wait for grant. From last year a third party has been introduced. The schools have to be audited by qualified auditors. This is a new block in the way of managers getting the grants in time. This was introduced with the hope of hooking bad managers. I was always pessimistic about its success. If high-paid departmental inspecting officers cannot hook bad managers, it is doubtful whether low-paid auditors who are themselves very often teachers of private schools, will be able to do so. I would, therefore, earnestly request Government to reconsider the question and take away this third party.

In Vernacular Schools, grant is based upon salary and as such there is none of the above mentioned difficulties. It was going on smoothly till two years ago. The teachers were getting their pay regularly then. When the system of the annual renewal of grant memos was introduced newly,a host of troubles sprung up. Whenever I approached the previous Director with the complaints from teachers, he used to tell me that it was introduced to safeguard the interests of the teachers. But the net result was that it fell hard on the teachers themselves. For three to four months at the beginning of every financial year, there is no disbursement of grant and ultimately the poor teachers have to suffer. It is not the managers, but the teachers who have to go without any salary for three to four months. This being so, I strongly urge on the attention of Government to revive the old system. Failing that, the department should find out some method by which teachers may be helped to receive their pay without break.

Coming to the fee concession grant, my submission is this. There are two agencies involved. The yearly awards are decided by Taluk Committees. Sometimes these committees do not meet till the end of

LIBRARY ARCHIVES Kerala Legislative Assembly

the year. I know schools the applications form which were sent in Mithunam or Karkadakam 1110, have not been still decided. And then if at length the Taluk Committees make their decision, there is a second stage of delay with the department. After the whole school year is over and after all the loss has been actually sustained, the schools have to wait for abnormally long periods because the machinery works so slowly. In some cases the Divisional Inspectors have told the managements that the sums allotted for grants have been exhausted and that they will have to wait till the next financial year to get their grants.

Thus, I say, maintenance grants to English schools, grants to Vernacular Primary schools on which alone the teachers have to depend and the fee concession grants, all these three items of grants are being delayed now. I bring these facts to the notice of Government so that they might deeply consider the matter and come to a conclusion by which the difficulties felt by the managements on the one hand and the hardships caused to teachers on the other may be remedied as early as possible.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): Sir, I oppose the motion. I feel much sympathy with the points of view put forward by the two speakers on this motion. Both of them speak with considerable direct experience of the working of the machinery, one of them being the manager of the English High School at Nedunganda and the other the Inspector of Schools of the Nair Service Society. The most important point which both of them stressed is with regard to the annual renewal of grants in vernacular schools. Now, Sir, I consider that the most valuable part of the report of the Education Reforms Committee is the one relating to primary education. One of the most important recommendations of the committee was that the old bad practice of issuing grant memos once in three years should be immediately put a stop to and that they should be renewed every year. The grants should be fixed for one year only and they should be renewed for the subsequent year only after the annual inspection. In issuing grant memos in this manner, the object of Government is to try and get the value for the money spent on primary education. Every year a large amount of money is spent on primary education. In the past, when the grant memos were issued for three years at a stretch, the schools went on uninspected for two or three years and sometimes even for longer periods. The schools even went on without the required number of teachers and classes and were getting grants automatically from month to month for three years. In the meanwhile, attendance might have declined, there may not be a true record of the actual attendance of pupils; the number of divisions in the schools may have gone down; new teachers who are not sufficiently qualified may have come in; there may be a great deal of stagnation; the managers may be trying to keep up the schools just for receipt of grants and so on. All these kinds of defects were exposed by the Educational Reforms Committee and they attached much importance to this recommendation, not in the interests

LIBRARY ARCHIVES Kerala Legislative Assembly

[Mr. C. V. Chandrasekharan.]

of the teachers or the managers, of this or that body, but in the interests of Government, to see that they get the value for their money.

MR. KAINIKKARA M. PADMANABHA PILLAI (*Changanachery I*): Will not the same difficulties crop up even if the grants are annually renewed?

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): I will come to that.

The grants have to be reassessed every year, reassessed, I say, on various considerations. Various factors will have to be examined. The number of classes has to be verified the number of pupils enrolled has to be scrutinised. Also, the question of stagnation, wastage, actual attendance, etc. as compared with the enrollment in the register, all these facts have to be taken into account by the Assistant Inspector. Again, he must recommend reduction of grants in suitable cases, wherever necessary. So, annual inspection is necessary for the reassessment of grant from year to year.

MR. KAINIKKARA M. PADMANABHA PILLAI (*Changanacherry I*): May I ask one question? Is it the Director's view that by investing the Inspectors with negative power, rather than a positive confirmation of renewal of grants, all defects could be remedied? Can the power of vetoing grant memos be left in the hands of the Inspectors?

DEPUTY PRESIDENT: That is a matter of opinion.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): Issuing grant memos every year is the best thing.

MR. KAINIKKARA M. PADMANABHA PILLAI (*Changanacherry I*): Is that the view of the member?

DEPUTY PRESIDENT: The Director's opinion is still an opinion.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): The procedure adopted in previous years was financially irregular. How can you promise a grant before sanction is accorded to it by the Legislature and the Government? Before the budget itself is sanctioned, how can you give grant memos for three years at a stretch and commit Government to a very large item of expenditure? Unless and until the Legislature and the Government fix the amount, how can the grant to be given be known? Grants are to be distributed according to the allotment sanctioned by Government.

That, Sir, is the main cause of the delay. Grants have been distributed up to the Mithunam last. From Karkadagam this year, the teachers of private schools will have to wait for two to three months for getting their pay. Towards the close of Chingam, I shall be making the allotment for the respective schools. I shall be distributing the allotments to the Divisional Inspectors and during the whole of Kanni they will be busy issuing the grant memos after looking at the individual condition of the schools. Towards the end of Kanni or in the beginning of Thulam, the Assistant Inspectors will receive them and teachers will begin to get their grants. This delay is inevitable. I have been trying

LIBRARY ARCHIVES Kerala Legislative Assembly

to speed it up as far as I can. I have been trying to see that the grant memos reach the schools by the end of Kanni at least. It cannot, at any rate, be speeded up to a greater extent.

MR. N. E. VARUGHESE (*Tiruvalla I*) : In that case, can the teachers be asked to remain quiet without getting their pay ?

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*) : Managers must contribute something from their resources. This is the only State in the world, I think, where we have these monthly grant bills being signed by the Assistant Inspectors and given to the managers. In most countries, the managements get their payments in quarterly and half-yearly payments.

MR. KAINIKKARA M. PADMANABHA PILLAI (*Changanacherry I*) : Can fees be collected in that manner ?

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*) : Therefore, Sir, I attach considerable importance to the recommendations of the committee; and unless and until I find that the system is working badly, I propose to continue it. In the interest of Government, I have to see that we get value for money spent on education. That will also keep the Inspectorate up to the mark. They will be watching to see that the managers conduct their schools properly. The managements should feel that at the end of every year the grant may be reduced if their schools do not function properly. Therefore I think that the practice of annual renewal of grants should be continued.

There is another point. Mr. Padmanabha Pillai said that in English Schools there was great delay in giving grants this year owing to the new system of audit.

MR. KAINIKKARA M. PADMANABHA PILLAI (*Changanacherry I*) : I said that as one reason.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): I can assure the member that this new system of audit has caused no extra delay this year. The grants paid to the English schools are maintenance grants and they are being paid as early as possible after the reports are received. The managements get their grants before the close of the year; and the audit—

MR. A. THANU PILLAI (*Trivandrum—Rural*) : What is the purpose of audit and how are they done in private schools ?

MR. C. V. CHANDRASEKHARAN (*Ag Director of Public Instruction*): Every private school must appoint a certified auditor approved by the department. A report should be submitted to the Director. The object of audit is to see that the accounts are kept properly by the private managements; also, to see that the receipts of the various schools are being utilised properly, that is, for genuine educational purposes. There again, it is a new system introduced only last year. It has not been working long enough for me to express a definite opinion about it.

LIBRARY ARCHIVES Kerala Legislative Assembly

[Mr. C. V, Chandrasekharan.]

Mr. Padmanabhan said that some schools were not getting grants renewed and that grants are in arrears. There is the same difficulty; some school may have given trouble to the department either because of a quarrel or because some teachers were dismissed without proper grounds, or some important condition that had been imposed was not satisfied. In such cases the grant has to be withheld or delayed and only when the condition is satisfied, the grant will be paid in some cases with arrears and in others without arrears.

MR. K. PADMANABHAN (*Chirayinkil I*): May I know, if the grant memo was not renewed for a school this year, whether it will be entitled to the grant next year?

MR. C. V CHANDRASEKHARAN (*Ag. Director of Public Instruction*): That depends upon the circumstances of each case. If the reason for which the grant has not been renewed ceases to exist next year, the matter will be considered favourably.

A word about the objectionable practices of the Assistant Inspectors which Mr. Padmanabhan referred to. I shall be glad to conduct an enquiry after interviewing the member. At present, I do not know what the member is driving at.

MR. K. PADMANABHAN (*Chirayinkil I*): May I ask one question?

DEPUTY PRESIDENT: Before that, let me say one thing. I heard this morning also an officer of Government saying that things may be explained in person. Not that I want to make any remark in a bit of carping criticism, but, this House is aware of certain facts which are placed before it in the course of the discussion. If any interview or personal explanation is given by any head of the department or other officer of Government, to a particular member it may not redound to the advantage of all concerned. I say this because, in discussing a measure before the House, members have to make up their minds. So that, as far as possible, information which is relevant may be given by the heads of departments.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): But then, Sir, this was a request made to me by Mr. Padmanabhan for conducting an enquiry into a particular matter.

DEPUTY PRESIDENT: Because it is a matter of voting on the motion, I said all this. Further I made all this general observation because in the morning also I heard something like that.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): The statement that most of the English Schools are not self-supporting is not a fact. It is only one-third of the schools that are not self-supporting. Two-thirds of them are self-supporting; and some of them are even working at a profit.

MR. K. PADMANABHAN (*Chirayinkil I*): Sir, the Director was saying that about two-thirds of the private schools are self-supporting. May I know whether that statement holds good in the case of English High Schools and English Middle Schools?

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*)): Even in the case of English High Schools, though they may not be earning anything, they may be able to pay their way.

LIBRARY ARCHIVES Kerala Legislative Assembly

MR. K. PADMANABHAN (*Chirayinkil I*): I seek the leave of the House to withdraw the motion.

The motion, by leave, was withdrawn.

Motion No. 121.

The following motion was not moved :—

MR. K. PADMANABHAN :

121. To reduce the allotment of Rs. 2,975 for Personal Assistant by Re. 1.

Motion No. 122.

MR. A. S. DAMODARAN ASAN (*Mavelikara*): Sir, I beg to move—

MR. S. J. NAIR (*Nedumangad*): Sir, I rise to a point of order. What has the Financial Assistant to do with taking steps to confirm acting teachers when vacancies arise? What has he to do with it when there is the Public Service Commissioner appointed for that purpose?

DEPUTY PRESIDENT: Do not make speeches when stating points of orders.

MR. A. S. DAMODARAN ASAN (*Mavelikara*): The Financial Assistant has to do much more in the taking of steps for confirmation of teachers than he has to do with the disbursement of grants. What I beg to submit is that the Financial Assistant was appointed to advise the Director with regard to all the steps that are taken by the Director with regard to the financial commitments of the Department. When vacancies arise owing to the retirement or death of permanent officers in the Department, it is the duty of the Financial Assistant to inform the Director that such and such vacancies have arisen and that they may be filled up by appointing permanent hands. I would also like to know when the Director is called upon to reply as to whether the Financial Assistant is charged with the duty of disbursing grants.

DEPUTY PRESIDENT: That does not arise now.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): The main work of the Financial Assistant is financial. But occasionally I may consult him with regard to the seniority list on the T. S. R.

DEPUTY PRESIDENT: So the responsibility is only on the Director?

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): Yes.

DEPUTY PRESIDENT: In the light of that fact the motion is out of order.

The following motion was not therefore moved :

MR. A. S. DAMODARAN ASAN :

122. To reduce the allotment of Rs. 29,75 for Financial Assistant by Re. 1.

Motion No. 123.

MR. K. A. NARAYANA PILLAI (*Todupuzha* cum *Devicolam*): Sir, I beg to move the following motion :—

"*To omit the allotment of Rs. 1,458 for Manager*".

As I have stated clearly, the object of my motion is to show that the post is quite unnecessary. It seems that the Director has got a Personal Assistant, a Financial Assistant, a Manager and four Superintendents. These six posts, those of the Personal Assistant the Financial

LIBRARY ARCHIVES Kerala Legislative Assembly

[Mr. K. A. Narayana Pillai.]

Assistant, the Manager and four Superintendents, seem to be quite unnecessary. There was a Manager even long before the Financial Assistant was appointed. He was a first grade teacher. On page 107 of the Budget, a foot-note is given:—

"The post of Manager D. P. I's office was removed from the cadre of first grade teachers."

It is seen that, when that particular officer was sent out on some other duty, it was found necessary that another Manager should come in his place and, particularly to suit the convenience of some body or to see that a particular person gets that place, that grade was abolished and an undergraduate was put in that place. I understand that the present Manager is an undergraduate. If I am wrong, the Director has a chance of correcting me.

MR. M. SIVATANU PILLAI (*Tovala*): Is it the opinion of the member that the post is unnecessary ?

MR. K. R. NARAYANA PILLAI (*Todupuzha* cum *Devicolam*): My view is that the post is unnecessary. The post is there to suit the convenience of certain persons. Since the reorganisation of the Department, so many clerks in addition to the already existing clerks have been given and I believe the number of Superintendents has also been added to. As far as I can understand, the work of these Superintendents, the Manager, the Personal Assistant and the Financial Assistant are practically the same. I think it is quite superfluous to have an officer like the Manager. In all other Departments, where there are Personal Assistants, there are no Managers; and where there are Managers, there are no Personal Assistants.

MR. M. SIVATANU PILLAI (*Tovala*): Are there not both the Personal Assistants and Managers in the P.W. and Excise Departments.

MR. K. A. NARAYANA PILLAI (*Todupuzha* cum *Devicolam*): As I understand, there is only one of them. I am not sure. In the Excise Department, one Assistant Commissioner is posted as Personal Assistant or Manager. Both officers are not there. It was like that in the Excise Department. But it was abolished long ago. In view of these facts, I think the Manager's post is quite unnecessary and so I move this motion for the consideration of the House.

MR. K. R. ELENKATH (*Kalkulam I*): Sir, I support the motion. Last year also there was a motion almost identical that the post of the Personal Assistant is not necessary. As a result of the reorganisation of the Department the work in the Director's office has been properly readjusted. The Inspectorate itself has been divided and there also, the Inspectors are relieved of overburdened work. There are 3 Divisional Inspectors under whom there are various Assistant Inspectors. In the office, the Financial Assistant is doing the duties in connection with the control of finances and the work of the clerks also has been diverted to various Departments and there are also four Superintendents to control the work. So the post of the Manager who carries with him a pay of Rs. 100 to 150 is anomalous. If my information is correct, an undergraduate is in charge of the Manager's duties. Is it conducive to the efficient management of this office which consists of many graduate clerks under him ? Unless and until the Director

LIBRARY ARCHIVES Kerala Legislative Assembly

can prove that the absence of the Manager is detrimental to the efficient working of the office, I cannot see my way to allow the post to continue.

MR. T. P. VELAYUDHAN PILLAI (*Tiruvella III*): May I know whether he has got any objection to retain this office if a graduate is appointed?

MR. K. R. ELENKATH (*Kalkulam I*): Not that. First of all, my point is that it is superfluous. If the work of the Personal Assistant and that of the Manager is identical, I do not see the reason why a man of inferior position should be posted there as the Manager. I am of opinion that the Personal Assistant can be put in charge of the duties of the Manager as well. I do not see any reason why, of all other Departments, when there are qualified men, the Education Department should alone prefer undergraduates to be put in charge of important duties. It is true that the Director has to do much circuiting work. Even in that case, he should not entrust his work to be attended to by the Personal Assistant, although he is a first grade Headmaster. That is very wrong and detrimental to the efficient management of a number of high schools and ever so many other schools under the Department. For these reasons, I support the motion before the House.

MR. S. J. NAIR (*Nedumangad*): I oppose the motion. This Department is spending a very large amount of the revenue of the State Nearly Rs 50 lakhs is spent by this Department. It is seen that there are four Superintendents, one Financial Assistant, one Personal Assistant, four Division Inspectors and also an Inspectress of Schools. As a result of the re-organisation of the Department expenditure has increased to a large amount and consequently the work in the Director's office also has increased in a terrible manner.

MR. K. R. ELENKATH (*Kaikulam I*) May I know from the member whether recently many of the schools have been deprived of grants and recognition and thus the duties of the office have been reduced considerably?

MR. S. J. NAIR (*Nedumangad*): I know that, in the case of certain schools, grants have been withheld for sufficient reasons.

MR. C. V. CHANDRASEKHARAN (*Ag. Director of Public Instruction*): Is the Honourable member aware that a very large number of new schools have come into existence?

MR. S. J. NAIR (*Nedumangad*): Yes, Sir; I am aware that a large number of new schools have come into existence.

DEPUTY PRESIDENT: Have you done?

MR. S. J. NAIR (*Nedumangad*) I want 5 minutes more.

DEPUTY PRESIDENT: You cannot get 5 minutes. You can get some little time more.

The House will now adjourn and meet again tomorrow at 11 A. M.

The House adjourned at 5-2 P. M.

K. MADHAVA KURUP,
Secretary to the Sri Mulam Assembly.

LIBRARY ARCHIVES Kerala Legislative Assembly